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ABSTRACT

This report details the development of a program for the short-term training of security guards, including conceptual, instructional, and administrative concerns. It is designed to serve as a model for other similar retraining programs. The original objectives of the program were outlined as being (1) the removal of persons from the category of "unemployed"; (2) the assistance of these persons to obtain a high school equivalency diploma if they lacked one; (3) the provision to unskilled persons of the skills and tools for meaningful employment in the private security industry; (4) the aiding in the ungrading of the quality of security officers and the professionalization of the security field. (Author/YRJ)

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SHORT-TERM ADULT RE-TRAINING FOR UNEMPLOYED/UNDEREMPLOYED PERSONS (START-UP)

Lee Cohen, Ph.D.

Report No. CASE-42-76

December 1976

INSTITUTE FOR RESEARCH AND DEVELOPMENT
IN OCCUPATIONAL EDUCATION
Center for Advanced Study in Education
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SHORT-TERM ADULT RE-TRAINING FOR UNEMPLOYED/UNDEREMPLOYED PERSONS

Lee Cohen, Ph.D.

INSTITUTE FOR RESEARCH AND DEVELOPMENT
IN OCCUPATIONAL EDUCATION

Center for Advanced Study in Education

The Graduate School and University Center
City University of New York

in cooperation with
The Division of Occupational Education Supervision
of
The New York State Education Department
University of the State of New York

The program reported on herein was performed under VEA Grant No. 76-4A(3)-699

FOREWORD

Although economic conditions throughout the United States have for many years created unemployment problems in New York State as elsewhere, skilled workers have not fared as badly as those with no skills or in semi-skilled jobs. Whether the skilled worker had greater marketability in other, related areas, or took jobs previously held by semi-skilled persons (a frequent managerial option to firing skilled workers who might be needed on short turn-around notice), or for various other reasons, it has been the unskilled that has been particularly disadvantaged. In the belief that oftentimes there are, on the one hand, jobs available and, on the other, unskilled persons in need of jobs who could be trained in short-term programs, the New York State Education Department's State Plan for Occupational Education - Fiscal Year 1976 allocated dollars for such short-term training programs. Among the constraints were that:

1. guaranteed jobs had to be available,
2. unemployed or underemployed persons were the target population, and
3. only short-term training could be provided.

Because of the guideline requirement of guaranteed jobs for graduages of such programs, and possibly because economic conditions throughout the State militated against L.E.A.'s and others being able to obtain guarantees, there were few, if any, proposals submitted. This, of course, presented the kind of challenge IRDOE relishes. Since we are not programmatically oriented the request for proposals would have little interest in and of itself; the task of modeling and demonstrating a workable project, however, was directly in tune with our priorities and abilities. Accordingly, research into industries, and jobs within industries, was undertaken and yielded "security and investigations" which, in fact, was benefiting from the poor economy. Retrenchments of security forces in the public sector, coupled with increases in crime in such circumstances, were leading private businesses (often at the urging of their insurance companies) to increase employments of private security guards. (Although several other jobs within the other industries held promise

of employments, they did not lend themselves to short-term training.)

What follows, then, is a report on the development of a program for the short-term training of security guards, including conceptual, instructional, and administrative concerns. It is suggestive of other programs that could be patterned after it, security guard training being but the vehicle for this demonstration.

Of special consequence in this project was its combining of CETA Prime Sponsor resources for the stipending of unemployed adults so that they would be enabled to remain in the training program. It is flattering that this aspect subsequently became a priority of the federal government in the thrust for cooperation between CETA and Vocational Education Act funding sources.

Lee Cohen, Ph.D.
Director, IRDOE

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Many people contributed to the development of the Short-Term Adult Re-Training for Unemployed Persons (START-UP) project, and an attempt to acknowledge all herein would be futile. The following key persons, undoubtedly supported by others on their staffs, deserve special mention:

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Richard H. Ward, Vice President, John Jay College of Criminal Justice and staff members Dorothy Bracey, Thomas E. Twyford, and Thomas Dunican who gave so much of themselves above the call of duty to make the program a success.

Sonja Ikenson, Administrative Assistant to the Director, who quietly and efficiently kept the Institue's wheels spinning in its supervisory and administrative functions.

Lee Cohen

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SHORT-TERM ADULT RE-TRAINING FOR UNEMPLOYED PERSONS (START-UP)

Introduction

In the Fall of 1975 IRDOE, in concert with the New York State Education Department (SED), developed a concept paper designed to meet a priority of the Fiscal Year 1976 State Plan for Occupational Education. Specifically, it was to develop and demonstrate a short-term training program for un- or underemployed adults for jobs that did exist. The three aspects (jobs, for which short-term training would suffice, and un- or underemployed persons) required considerable research. Although several industries were beginning to evidence upturns, and though jobs within some industries were either readily available or were anticipated, many had to be excluded because they required longer-term training. In some instances jobs were available immediately and could not await the short-term training; in others companies could not commit needs for the future in light of economic uncertainties.

The additional constraints imposed by IRDOE added to the burden:

1. a salary upon completion of training in excess of that which would be paid to an untrained person;
2. a career ladder opportunity to positions beyond entry-level employments; and
3. where appropriate, opportunities for supervised field and/or vestibule training.

One additional self-imposed constraint, i.e., that trainees be unemployed rather than underemployed persons, created several additional hardships. Motivated by a desire to obtain employment for unemployed persons first, and the wish to impose the most severe hardships on the demonstration project second, the population reflected what has frequently been termed "hard core" unemployed. The cumulative effects of previous failures, coupled with the need for many of these adults to sustain themselves and possibly their families during a training program, did not augur well for attendance and completion. Further, the complications of anticipated lacks in basic skills and work ethic suggested an expansion of the training program to accommodate those factors and ensure employability.

The one industry that met SED and IRDOE criteria was that of "security and investigations." Although certain other jobs and industries offered opportunities, City University of New York (CUNY) resources were not appropriate to the training needs. The SED, therefore, arranged for a meeting with the New York City Board of Education's Office of Career Education to undertake a similar demonstration through resources at their disposal (e.g., the training of fur workers). An outgrowth of this demonstration project, therefore, was a parallel demonstration, a separate report of which is provided by the Office of Career Education.

The following sections will treat the administrative and instructional aspects, the former in narrative fashion for explication of facets of concern to those wishing to replicate the program and the latter in graphic data fashion or outline form.

Administration

Organization and Planning. Administrative organization and planning required the contribution of the principal investigator's time prior to receipt of the grant to undertake the following illustrative, but not inclusive, tasks:

- Research into industries and jobs
- Research into curriculum compressions compatible with short-term training programs (determined in concert with the SED to be no more than six months)
- Contact with agencies within industries chosen to obtain guarantees of jobs
- Contact with educational resources for programmatic delivery
- Submission of proposal to the SED
- Contact with CETA Prime Sponsor (N.Y.C.) through the Department of Employment (DOE).

Several recommendations can be made regarding the foregoing:

1. A planning grant may be the most appropriate route to achieving these ends. In the current circumstance, the principal investigator (the Director of IRDOE) provided time at great expense to other operations and/or could not pursue needed activity for this project with consistency or timing required in all cases. Accordingly, some delays were encountered in obtaining the necessary cooperations, and ultimately delayed the start-

up date for programmatic delivery.

2. In large urban areas, with myriad agency interfacing required (or assumed), assistance of an advisory council is highly recommended. In this case, several of the Institute's very prestigious advisory council members were instrumental in effecting the liaisons necessary for ultimate negotiations and contracting.

Procedural Considerations. Data relating to national trends, while valuable for coarse screening, did not suffice for near-term projections appropriately localized. Similarly, regional data did not serve the "here and now" needs of short-term training programs. Ultimately the best sources for this demonstration in New York City proved to be "want ads" in local newspapers and direct contact with business and industry personnel officers.

Although certain labor market needs beyond the securities and investigations field did emerge and were pursued, several pitfalls were experienced. In addition to the problem of longer-term training necessary for certain jobs, others did not promise continuity of employment. (An example was that of food service labor needs in preparation for the Democratic National Convention. Although the swell of jobs was significant, the drop subsequent to the Convention was anticipated to be equally as great.) Still others were not appropriate to CUNY training resources, as indicated earlier, or were those for which companies preferred to do their own training.

This latter situation has implications which should be carefully considered in any replication. In larger organizations personnel directors are frequently responsible for training programs and, even though it may be more economical to contract such service out (or, in this case, obtain training gratis), rationales are developed for not doing so, thereby maintaining structures familiar and comfortable to them. The larger the training section of their budget, the greater the threat. Further, our own requirement that trained graduates of our program receive considerably higher salaries than individuals without training ("off the street") was, in several instances, a significant deterrent to personnel directors who viewed the increased costs and staff morale as problems.

An additional problem encountered was our requirement for field supervised activities, vestibule learning, etc. One example involves an

industry wherein jobs existed - printing and binding - but where, presumably, inexperienced hands could cause expensive repairs and considerable "down time" of machinery. The "profit motive" of industry, then, must be considered in that light as well as in terms of whatever in-kind contribution might be necessary for supervisory time.

A final concern is that of unions, where they exist. In some cases unions are appreciative of the opportunity to swell their ranks; in others, were their own members to be unemployed, it would pose very significant hardships. One would assume that, where jobs are going begging, union employees would be given the first opportunities. Apparently, this is not always the case; some union shops have no contracts for certain personnel categories or are negotiating changes in personnel categories, and others face jurisdictional disputes. To further muddy the waters, variances between private corporation and public agency unions abound. The reader is cautioned to obtain advisements, in depth, before undertaking training programs involving union employments.

Once the field or industry and jobs within it were selected, contact with employers was made to obtain commitments of jobs. Certain characteristics of the security and investigations field require detailing here, in that similar circumstances may prevail for other fields.

The prime entry-level job, guarding, has historically been a low-paying one. Business organizations employing guards through an agency do not perceive the expense as a recoverable in their product (i.e., as the cost goes up the product rises in price as, for example, in improving a product's quality and charging more). Hence, they have been loathe to seek professionalism in security service which costs more. Combined with fierce competition in the field, this factor has led security agencies to employ untrained people, frequently elderly, retired persons, at minimum wage to be competitive. Perceiving the quality of service, and often utilizing such service only to meet insurance requirements, businesses refuse to pay more and the cycle is perpetuated.

Characteristics of the job is another negative which militates against upgrading and wage and position mobility. Guarding is often a 24-hour activity creating dislocations in life-style, dangers, loneliness, lack of creativity, etc. Accordingly, added to minimum wage standards, persons who normally take these positions are frequently disaffected,

early, and the turnover is extremely high. Again and again the cycle is perpetuated.

Despite consultations with several agencies regarding reversing the cycle (i.e., attracting better employees, reducing turnover, upgrading the quality of service and thereby achieving more and better contracts, being able to promote from within, etc.), the "bottom line" was the prime concern. That is, inability to compete with other agencies when pricing contracts or unwillingness to reduce profit margins initially in the hope of recovering when a reputation is established left them less than enthusiastic.

A better response was obtained from smaller agencies than larger ones. Unable to allocate the extent of resources to recruitment and training that larger organizations could, and experiencing turnover of personnel at the same rate as larger companies, they seemed more amenable to receiving a steady supply of trained labor. Possibly, too, they recognized that the increased salaries could be offset by the absence or reduction of recruitment and training costs. Finally, in a more dynamic growth phase, they seemed to anticipate more contracts.

Although several of the smaller agencies said, "We'll take all the graduates you can send us" at thirty to forty percent above minimum wage (i.e., $2.75-$3.00 per hour vs. $2.10), our requirement of supervised field experience became a deterrent. They presumably could not afford the supervision time and we believed such experience essential (perhaps erroneously*). Again, argumentation stressing that the trained personnel would know the employer's operation in depth, and the civic-mindedness of making a contribution to the effort in kind was to little avail. Smaller companies do not have the depth in management personnel that larger ones do and that variable, in addition to increased salaries, affected the "bottom line" to too great an extent. (In large urban areas such as New York City, management is often dispersed over five boroughs, creating additional problems.)

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*see Conclusions section.

Discussions with SED personnel confirmed as an assumption held by IRDOE: Supervision of learning, whether in class or in the field, was a fundable direct cost item, and though it was ambitious to seek such an in-kind contribution on the part of employers the SED would allocate dollars. It then remained to select the most suitable resource for the training and to include supervision within the budget.

Delivery and Support Systems. The remaining pieces of the orchestration required direct contact and contractual development. CUNY is fortunate to have a nationally reknowned college within its structure devoted to the security sciences - the John Jay College of Criminal Justice (JJCCJ). Administrative officers there were very enthusiastic about the potentials for professionalizing security guard services and assisting unemployed persons to gain skills and obtain employment. Additionally, they were in consonance, professionally, with the additional constraints IRDOE imposed (e.g., basic education skills, field-supervised activity). Costing-out of the delivery system proved to be, as expected, considerably less than proprietary school data obtained by the SED. (Readers intending to replicate the project in this field or others are cautioned to investigate this area carefully. Under certain circumstances, should certain delivery personnel have to be trained or new organizational structures be developed, it may be cost-beneficial to contract some or all portions out.)

The very competent professional staff at JJCCJ were able to effect scheduling of classroom (occupation-related and basic skills) instruction with DKD Security Company, Inc. to accommodate a total of forty hours of instruction per week (20 hours classroom and 20 hours field-supervised experience). Again, for replicators, flexibility of both constituencies is essential and dependent upon the variables involved in the educational and business structures. In this case, for example, a real-life hands-on experience would mandate vestibule experience which included late-evening or early-morning activity, since the security guard industry is a 24-hour operation. Similarly, the length of a shift (e.g., the "iron-man day" in some merchandizing establishments) should be known to trainees in salesperson training or other distributive education endeavors. Of course, the third constituency, the trainee pop-

ulation, must be considered; although such exposures are in their best interest ultimately (they should know, as early in their training as possible, what to expect in their future jobs, even if it means leaving the program before completion), there are realistic limitations. Replicaters are advised to explore, in depth, the extent to which it is feasible to have trainees experience the real-life situation and/or experience simulations.

A fortuitous circumstance presented itself which may have both positive and disconcerting aspects relating to the above. A concern was expressed that several trainees complained to yet another cooperating agency (CETA) about the length of the training day. In order to accommodate the total of 40 hours weekly, trainees did in certain instances attend four hours of classroom instruction and eight hours of field activity. (Although a twelve-hour day is not uncommon to an extremely large number of CUNY students who work at full- or part-time jobs in addition to their regular schooling, or to working persons who attend classes in the evening as extension or continuing education enrollees, that discipline or work ethic was not part of the make-up of some persons in this population.) Upon inquiry, undocumented, it was ascertained that perhaps several of the trainees advantaged themselves of opportunities to gain employment (part-time, per diem) in security or private business organizations which may have extended their day considerably. The disconcerting aspects involve health, welfare, and educability after such extended hours, as well as legalities since the students were stipended by CETA funds during training. (Neither IRDOE nor JJCCJ could be responsible for trainees' behaviors beyond the instructional areas; similarly, it is doubtful that CETA agencies are sufficiently staffed to insure against such potential abuses any more than other public assistance agencies.) The positive aspects relate to trainees' identification with the role and their opportunity to gain the first-hand knowledge of the job requirements and life-style without having to build it into a programmatic effort. Where the training program does not require or cannot obtain financial support for the trainees which might preclude working opportunities, field-supervised experiences might be accommodated through part- or full-time employment and eliminated from the curriculum or conducted in conjunction with an institution's

cooperative education program.

A final component required the cooperation of an agency which could support our enrollees during the training period, since it was believed that adults, some of whom were also responsible for family support in addition to their own, would not be able to sustain the effort. Having chosen to involve unemployed adults as a first priority, and recognizing that CETA is primarily concerned with this population, the New York City (prime sponsor) Department of Employment was contacted. A presumption involved was that the blend of VEA training dollars with CETA stipending dollars would serve that many more persons - that relieved of some of the training costs, CETA would be able to serve additional numbers, and that the goal of getting people jobs would be enhanced.

Although we were successful in ultimately attaining stipending for the enrollees, replicators should be aware of some constraints and/or administrative difficulties which may be encountered with prime sponsors in other locales:

1. If the training phase is not under local prime sponsor control, accountability may come into question. That is, since the prime sponsor does not pay for training, to what extent can they influence the program or ascertain its viability? It is understandable that there might be concern as to the value of the training, unless credibility of the training institution is established initially and a feeling of mutual respect and understanding encourages two-way communications throughout the project life.

2. Even in the best of circumstances, accountability may be in question if the CETA agency cannot withhold contractual payments until employments are verified. In effect, although the agency is only supporting the students via stipends in the training program, the use of federal dollars may require attestations regarding the number of employments and, were the percentages to be lower than anticipated, there could be no dollar holdback. (This point is moot since, even in those cases where CETA pays for and supervises training via contracts, the agency may withhold payment for lack of meeting contractual obligations - i.e., jobs which are the criterion for performance - but would have already expended stipend funds which are unrecoverable.)

3. Accounting may present difficulties for a CETA agency in that reporting such additional numbers of employments to the federal government have few, if any,

precedents at this writing. (Although this project was begun in the 1975-76 academic year, there was not then the current federal government thrust to combine VEA training dollars with CETA monies. It is flattering that this project preceded the national movement, but it did encounter the above problem because of it. There are still no set protocols, to our knowledge, and replicators are advised to resolve this accounting problem locally if legislation is not forthcoming prior to beginning programmatic endeavors.)

4. In large urban centers CETA agencies may require large staffs operating in complex administrative structures. In this instance, for example, Neighborhood Manpower Service Corporations are established by CETA throughout the City; they certify the unemployed status and eligibility of persons for training. Other offices are responsible for attendance accounting and stipend payments; still others are responsible for monitoring and supervision. Accordingly, it is understandable that communications sometimes break down between them and among other offices and constituencies involved with them. (Assuming appropriate communications, for example, it was a shock and of great consternation to the trainees in the first cycle - two populations were served - to find that promised weekly stipend checks were not forthcoming in the first week. When processing problems promised to continue for several weeks we had to call upon CUNY Research Foundation resources to provide the needed cash flow to keep trainees in the program.) Additionally, naivete or ignorance of bureaucratic protocols can be detrimental to a project's operation. Discounting petty personality factors which are bound to exist in any large organization, a thorough knowledge of which office to go to first, whose approval should precede whose, etc. can be the difference between excellent cooperation and continued internecine warfare. Although in this instance cooperation was good, many problems might have been minimized or obviated had we known more about the offices and/or agencies involved prior to the project's inception.

Instructional Delivery

Cycle I.

(The following is excerpted verbatim from report submitted by JJCCJ.*)

*Interim reports were submitted for the first and second cycles of the program.

The program was designed to differentiate bebetween the role of the police officer and the role of the security officer. We feel that this differentiation is necessary in that many security officers, not so well trained or exposed to the professional aspects of security, tend to view themselves as a supplementary police force with all of the rights and privileges that go with the job of police officer.

Along with the professional training in security, the program also provides courses in basic education (e.g. Math, English, Composition). These courses were designed to refresh those students already familiar with these concepts and to strengthen those students that are weak in those areas. This section of the program serves two direct purposes:

1. It allows the students to learn to function on a level expected of a professional security officer.

2. It has the potential to assist those students who have no high school diploma to study for and pass the equivalency tests given by New York State in the areas of English and Math.

The last function has given the students in the program great impetus and incentive. Although the program has had its difficult times, it is an unqualified success in the eyes of the students and of the administrators. It has taken people from the category of "hard-core unemployable" and given them free training and experience in a valuable area with great potential. With the added incentive of an equivalency diploma, the participants have taken an interest in their work that exceeds our expectations, and approach it more zealously with each meeting.

Once participants were selected for participation in the program by virtue of their CETA eligibility, they were interviewed by the private security company chosen to particpate in the program. If the participants met the minimum requirements set by the security company, they were processed for entry into the program. Upon their entry, they were introduced to the essential goals of the program, and accepted them enthusiastically. The specific goals of this program are:

1. To remove persons from the category of "unemployed".

2. To assist these persons to obtain a high

school equivalency diploma if applicable.

3. To give previously unskilled persons the skills and tools for self-development.

4. To aid in the upgrading of the quality of security officers and in the professionalization of the security field.

The function of the security-related courses it to first expose the participants to the security field, and then to introduce them to the intricacies of the field. The spectrum is covered from basic types of security and security methods to the law of arrest, the role and function of a security officer, and the martial arts for self-defense.

In a program such as this the effect of the basic education courses is difficult to evaluate. There is problem enough in guiding students through the areas English and Mathematics in their twelve years of formal schooling without attempting to achieve that goal in twelve weeks. As the program progressed, the number of students who elected to actively pursue a GED diploma nearly doubled from five at the outset to nine in completion. Two of the students who entered the program with high school diplomas are now considering attending college.

Attendance during the program was of special concern to the administration. It seemed that the attendance rate coupled with academic performance would be a good barometer of particpant interest in the program. If, indeed, this is an indicator, then the program is more successful than many colleges and universities, and certainly more than high schools, with an attendance rate in classroom training and on the job training averaging 87.2%. The average academic achievement of the group hovered around a "B" average (80.3%) for the two tests given on material in class.

Of the thirty-one participants taken into the program, only six were "terminated negatively," a CETA term for a client who does not complete the program for reasons other than "positive" employment. All other participants were either "terminated positively" (entered the job market) or were graduated and hired by the private security agency selected to particpate in the program.

May 28, 1976 saw the graduation of the first class of "Professional Security Officers" from the program. Each graduate was issued a Certificate of Completion of a Twelve Week Course in Secuirty Methods. Two of the graduates had performance worthy of recognition and were

therefore issued a certificate "with honors" and a certificate of congratulations from the administration of the program.

A frame of reference regarding the nature of the courses may be obtained from the following basic skills and security-related course outline. Since this final report is intended for replicators concerned with other industry areas, a detailed description of the course outline does not appear here. Readers seeking more information relating to the expanded description of the Security Guard Training Program may refer to Case Report No. 43-76.

Basic Skills	
Basic English Composition	24 hours
Communication Skills	24 hours
Basic Speech Skills	24 hours
Basic Math	12 hours
Report Writing	12 hours
Security Related Courses	
Testing Periods	6 hours
Law of Arrest	12 hours
Principles of Investigation	8 hours
Criminal Law	8 hours
Patrol Methods	4 hours
Types of Security	4 hours
Reporting Information	4 hours
Crime and The Security Officer	4 hours
Vandalism and Loss Prevention	4 hours
Methods of Security	4 hours
Methods of Identification	4 hours
Portable Radio Communication	2 hours
Bomb Tactics	2 hours
Constitutional Rights of The Security Officer	2 hours
Fire Prevention and Control	2 hours
Legal Basis of The Security Officer	2 hours
Traffic Control	2 hours
First Aid	16 hours
Physical Training and Health Education	48 hours
Testing Periods	6 hours
Field Supervised	
Vestibule and Field Experience	240 hours

As can be seen from the above the total curriculum consisted of 480 hours, in this case being divided equally between classroom and vestibule or field experience training. The participants were required

to attend classroom training for twenty hours per week; they received 96 hours of high school equivalency subjects and 144 hours of security-related instruction. The remaining twenty hours per week of field-supervised instruction was conducted at various sites in New York City over the twelve week period. (A second twelve week cycle was conducted with a new population subsequently.)

The following data regarding achievement, attendance, and educational levels of first-cycle trainees requires no interpretation here. Data comparisons with the second cycle population may be found on pages 18 to 23.

FORMAL EDUCATIONAL LEVEL
AND
START-UP COMPLETION RATE

	HIGH SCHOOL GRADUATES	NON-HIGH SCHOOL GRADUATES	PURSUING GED EQUIVALENCY DIPLOMA	TOTAL
GRADUATED	11 (35.5%)	4 (12.9%)	8 (25.8%)	23 (74.2%)
POSITIVELY TERMINATED* NON-COMPLETIONS	1 (3.2%)	1 (3.2%)	0	2 (6.5%)
NEGATIVELY TERMINATED* NON-COMPLETIONS	3 (9.7%)	2 (6.5%)	1 (3.2%)	6 (19.4%)
TOTALS	15 (48.4%)	7 (22.6%)	9 (29%)	31 (100%)

*See Glossary of CETA Terms, Appendix

EXAMINATION RESULTS

	MID-TERM EXAMINATION		FINAL EXAMINATION
MEAN (N=29)	78.96	MEAN (N=15)	81.73
MEDIAN	83	MEDIAN	83.5

ATTENDANCE

ACADEMIC ATTENDANCE per 240 hrs.	ON THE JOB TRAINING ATTENDANCE per 240 hrs.	COMBINED TOTAL ATTENDANCE per 480 hrs.
204.96 hours (85.4%)	213.72 hours (89.05%)	418.6 hours (87.21%)

NELSON-DENNY READING TEST

RESULTS

MEAN VOCABULARY LEVEL	MEAN COMPREHENSION LEVEL	MEAN READING RATE	MEAN READING LEVEL
9.06 (Grade Level)	8.56 (Grade Level)	189.5 (Words per minute)	8.36 (Grade Level)

LAST 4 # of SS#	Attend./240 hrs.	%	per 240 hrs.	%	(%)	Voc.	Comp.	Rate	Level	Test	Test	Placement
0061	189	78.7	189	78.7	78.7	6.6	7.0	128	6.0	85	71	GRAD
0208	168	70	182	76	73	6.4	6.6	182	6.0	70	-	SELF***
0803	208	86.6	212	88.3	87.4	10.4	7.5	152	8.9	92	92	GRAD
1434	174	72.5	191	79.6	76	12.2	13.7	163	13.0	96	87	GRAD
1986	228	95	235	98	96.5	11.6	6.0	174	7.8	71	-	GRAD
2096	225	94	235	98	96	9.3	6.3	189	7.3	83	-	GRAD
2638	193	80.4	198	82.5	81.4	7.6	8.1	121	7.7	80	91	GRAD
2912	200	83.3	208	86.7	85	7.2	6.3	245	6.0	76	71	GRAD
4180	186	77.5	200	83.3	80.4	7.1	6.3	305	6.1	73	75	GRAD
5071	182	75.8	211	87.9	81.8	12.2	7.0	132	9.5	84	92	GRAD
5202	224	93.3	230	96.3	94.7	8.0	7.0	139	7.3	68	-	GRAD
5459	220	92	225	94	93	7.1	9.0	139	7.3	75	84	GRAD
5841	225	94	225	94	94	6.8	6.0	132	6.0	58	-	GRAD
6174	190	79.2	218	90.8	85	13.1	12.6	305	12.8	94	90	GRAD
6289	208	86.7	216	90	88.4	6.6	8.7	152	6.9	92	83	GRAD
6324	160	66.7	192	80	73.3	7.1	6.0	128	6.0	74	78	GRAD
6451	191	79.6	206	85.8	82.7	-	-	-	-	58	80	GRAD
6485	48/56*	85.7	48/56*	85.7	85.7	7.0	6.3	152	6.0	-	-	SELF***
6659	152/164*	92.7	160/164*	97.7	95.2	-	-	-	-	72	-	GRAD
7002	190	79.2	215	89.6	84.4	15.0	15.0	325	15.0	90	91	GRAD
7227	140/156*	89.7	144/156*	92.3	91	7.4	6.0	182	6.0	54	-	NEGATIVE***
7305	230	96	235	98	97	15.0	14.4	202	15.0	92	-	GRAD

LAST 4 # of SS#	Attend./240 hrs.	%	Out Attend. per 240 hrs.	%	TOTAL ATTEND. (%)	Nelson-Denny Reading Voc.	Comp.	Rate	Level	Mid-Term Test	Final Test	Placement
7490	24/24*	100	24/24*	100	100	7.0	8.1	107	6.9	-	-	NEGATIVE***
7509	212	88.3	201	83.6	85.9	6.8	6.0	82	6.0	61	73	NEGATIVE***
7921	220	92	235	98	95	7.2	8.1	121	7.3	80	68	GRAD
8256	192/200*	96	154/200	77	86.5	15.0	15.0	256	15.0	96	-	NEGATIVE***
8561	225	94	235	98	96	7.2	7.5	370	6.9	88	-	GRAD
9035	170	70.8	202	84.1	77.4	8.0	7.0	232	7.3	68	-	GRAD
9159	84/100	84	100/100	100	92	12.9	13.1	276	12.9	92	-	NEGATIVE***
9233	222	92.7	218	90.9	91.8	7.8	10.4	194	6.8	85	-	GRAD
9902	140/172	81.4	128/168	76.2	78.8	7.4	7.5	212	7.1	83	-	NEGATIVE***
GROUP MEAN	204.9	85.4	213.72	89	87.22	9.06	8.56	189.5	8.36	78.96	81.73	

* In some instances, students left the program before the completion of the full 240 hours required in each segment of the course. To compute their attendance, their actual attendance was compared to the number of hours possible for them to attend, indicated by the number immediately following their attendance figure.

** Mr._____ entered the program late, as a replacement for Mr. Clemente. As a result, his hours are less than those shown for the other students. Also, due to his late entry, Mr. Morales was not administered the Nelson-Denny Reading Test.

*** See the glossary of CETA terms for an explanation of these terms.

[1] Mr._____ felt that his English reading ability was not of sufficient calibre to do well on the reading test administered at the beginning of the program. Consequently, the staff did not pressure him to take it. Also, Mr. Diaz and the staff felt that he would be more comfortable taking the mid-term exam orally. As his self-confidence improved, however, his skills improved and he was able to take the final exam in the written form and do quite well.

Names of students have been omitted.

Cycle II. On the basis of experience in Cycle I, some minor modifications in delivery were undertaken, but the substantive curriculum content remained the same. Accordingly, the following data represents comparisons between first and second cycle populations, It should be noted, however, that no implication of matching populations is made. Rather, it is our assumption that significant differences did exist between both groups in such matters as commitment, work ethic, emotional stability, etc. These variables, not an intrinsic part of this demonstration commitment, were not investigated in Cycle I and only subjectively assessed in Cycle II upon the realization of the perceived differences. Unless more formal, standardized criteria are utilized in the initial screening process conducted by the potential employer, replicators are cautioned regarding judgments based upon the educative process itself.

S.S.#	240hrs. Class		240hrs. O.J.T.	%	% (Avg.)	Voc.	Comp.	Rate	Level	Term Exam	Exam		Grad. Placed
0992	239	100	240	100	100	11.6	6.0	262	8.1	92	98	Grad	No
1410	217	90	164	68	79	6.4	6.0	82	6.0	74	70	Grad	No
1755	236	98	176	73	85.5	14.7	13.6	317	14.0	82	92	Grad	Yes
2356	140	100	132 of 140	94	97	11.3	8.7	472	10.0	76	____	Self-Placed	No
2795	24 of 56	42	24 of 56	42	42	11.3	11.9	245	11.8	___	____	Terminated	Yes
3555	224	93	240	100	96.5	6.8	63	183	6.0	72	92	Grad	Yes
3770	221	92	232	96	94	7.8	6.0	212	6.0	76	92	Grad	No
3896	236	98	232	96	97	6.6	6.0	139	6.0	52	60	Grad	No
4254	239	100	164	68	84	9.3	7.5	152	8.3	62	74	Grad	Yes
5187	214	89	240	100	94.5	7.5	9.9	245	8.7	82	86	Grad	Yes
5534	24	100	24	100	100	7.6	6.6	882	6.6	___	____	Terminated	No
6089	194	80	172	71	75.5	7.4	7.0	175	6.8	82	____	Terminated	No
6093	156 of 160	97	160	100	98.5	13.8	13.4	152	13.4	86	____	Self-Placed	Yes
6407	60 of 120	50	104 of 120	86	68	6.4	6.0	094	6.0	___	____	Terminated	Yes
[illegible]	142 of [illegible]	88	132	82	85	6.8	6.0	094	6.0	70	____	Terminated	No

S.S.#	240hrs. Class		240hrs. O.J.T.	%	% (Avg.)	Voc.	Comp.	Rate	Level	term Exam	Exam		gr
7393	227	94	164	68	81	8.0	7.0	172	7.3	72	84	Grad	No
7655	216	90	186	77	83.5	7.6	6.6	317	6.6	72	80	Grad	Ye
7832	240	100	224	93	96.5	10.7	8.1	775	9.3	70	82	Grad	No
7927	156 of 200	78	200/200	100	89	12.2	9.2	291	10.7	74	___	Terminated	Ye
8298	20 of 100	20	16 of 100	16	18	8.0	8.7	262	8.3	___	___	Terminated	Ye
8538	54 of 100	54	76 of 100	76	65	7.4	6.6	121	6.4	___	___	Terminated	No
8677	92 of 140	65	100 of 140	71	68	9.0	6.0	202	6.0	62	___	Terminated	No
8815	240	100	224	93	96.5	9.0	6.0	107	6.8	80	90	Grad	Yes
9040	204	85	240	100	92.5	8.0	6.0	212	6.0	82	90	Grad	Yes
9988	217	90	164	68	79	6.8	6.0	152	6.0	46	60	Grad	No

Names have been omitted.

ATTENDANCE

CYCLE	ACADEMIC ATTENDANCE per 240 hours	ON THE JOB TRAINING ATTENDANCE per 240 hours	COMBINED TOTAL ATTENDANCE per 480 hours
FIRST	204.96 hours (85.4%)	213.72 hours (89.05%)	418.6 hours (87.22%)
SECOND	169.80 hours 70.7%)	164.20 hours (68%)	334.00 hours (69.6%)
TOTAL	187.38 hours (78.05%)	188.96 hours (78.7 %)	376.34 hours (78.4%)

	MEAN VOCABULARY LEVEL	MEAN COMPREHENSION LEVEL	MEAN READING RATE	MEAN READING LEVEL
FIRST CYCLE	9.06 (Grade Level)	8.56 (Grade Level	189.5 (Words per Minute)	8.36 (Grade Level)
SECOND CYCLE	8.8 (Grade Level)	7.6 (Grade Level)	223.88 (Words per Minute)	7.8 (Grade Level)
TOTAL	8.93 (Grade Level)	8.08 (Grade Level)	206.69 (Words per Minute)	8.08 (Grade Level)

		MID-TERM EXAMINATION		FINAL EXAMINATION
FIRST CYCLE	MEAN (N=29)	78.96	MEAN (N=15)	81.73
	MEDIAN	83	MEDIAN	83.5
SECOND CYCLE	MEAN (N=20)	73.2	MEAN (N=14)	82.14
	MEDIAN	74	MEDIAN	85
TOTAL CLASS	MEAN (N=49)	76.08	MEAN (N=29)	81.93
	MEDIAN	78.50	MEDIAN	84.25

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Summary and Conclusions

The original objectives of the START-UP program were:

1. To remove persons from the category of "unemployed"
2. To assist these persons to obtain a high school equivalency diploma if they do not already possess one.
3. To give previously unskilled persons the skills and tools for meaningful employment in the private security industry.
4. To aid in the upgrading of the quality of security officers and in the professionalization of the security field.

From the data the START-UP program appears to have accomplished its first purpose. Of the 56 participants, 73 per cent became employed (25, or 80.7 per cent of Cycle I, and 16, or 64 per cent of Cycle II enrollees). This includes those self-placed prior to or after graduation. Of the remaining 15 participants terminated negatively, some additional numbers may have obtained employment.

The second objective, assistance in obtaining a high school equivalency diploma, was realized to a lesser extent. Twenty-seven of the 56 participants possessed a high school diploma upon entering the program; of the 29 remaining, ten (35 per cent) applied for and took the Board of Education's High School Equivalency Test. None were successful, and this warranted program adjustments (indicated in subsequent pages) to correct this obvious weakness.

The third objective, to provide skills marketable for employment in the security and investigations field, was achieved. In addition to the employment data regarding the first objective, above, a follow-up of the first cycle's graduates proved especially enlightening. All of the first cycle's graduates were offered employment. Several were employed prior to graduation. An assessment of their status in July by telephone indicated that six had been promoted to supervisory positions.

The fourth objective, that of upgrading the quality of security officers, seems to have been realized as well. Other larger security agencies have bid for the services of several of the trainees at salary levels above their starting salaries, implying worth they hold for the

training.

The following is abstracted from the JJCCJ final report:

> There were two major differences in the first and second group of participants. In the first, the attendance rate was 87.22 per cent; the placement rate of the total registration for group one was 80.6 per cent as opposed to a 64 per cent rate for group two. The staff feels that there was some relationship between the drop in training attendance and the subsequent drop in employment connected with cycle two. Despite this fact, the staff feels that given the participants employment prospects prior to training, the average 73 per cent placement rate was exceptional. The fact that the remaining 27 per cent were not hired was a result of [terminations and] the unexpected loss of security contracts by the D.K.D. Security Co., Inc. for second cycle trainees. To avoid this from happening again, the staff is contacting several private security firms in an effort to enlist their agencies as prospective employers.
>
> A number of problems developed during the first two cycles which will result in the program modification for subsequent sessions. A major problem was caused by the fact that during the second cycle the transit fare for a large number of students was raised from one fare to two. This fact, coupled with a change in the vestibule training site from Brooklyn, where most of the participants lived, to the Bronx resulted in an increased rate of absenteeism. This burden of paying the double fare will be resolved by allocating transportation money to each participant for the twelve week period. A second serious problem resulted from a change in the vestibule utilization of the participants. During the first cycle the trainees had unique street patrol experiences during which they could participate in many interesting aspects of the job of security officer. This was not true for the second cycle, and interest waned.
>
> Other less serious problems were caused by a variety of factors, many dealing with the wide differences in the previous employment backgrounds, educational experiences and general level of interest of the participants.
>
> In order to come to grips with these difficulties the staff has made the following modifications in the program:
>
> 1. The staff has contacted the Director of Security of the Board of Education for assistance in increasing the quality and meaningfulness of vestibule training. Should this request be approved, trainees with high school diplomas

will work two six hour tours of duty each week with Board of Education security guards at schools close to their homes. Participants in START-UP preparing to take the high school equivalency examination will work one six hour tour of duty each week in test preparation and spend a second six hour day in vestibule training. The D.K.D. Security Co., Inc. along with other private security agencies will remain involved in vestibule training but to a more limited degree.

2. In order to assure maximum job placement for participants the Barbara Royal Agency, a private security employment agency which maintains contacts in a wide spectrum of the security industry, has agreed to assist in guaranteeing jobs. Ms. Royal receives a nominal fee from the individual company concerned for each placement, therefore, this service will be of no cost to the project.

3. The duration of the training cycle will remain twelve weeks but will be modified to deal with differences among participants previously indicated.

   In the first two cycles all particpants attended the High school Equivalency Examination preparation sessions. For those already possessing a high school diploma, these sessions were considered to be a refresher course. In order to offset the lack of interest among the high school graduates involved in these sessions, the following schedule has been developed:

MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
High School Equivalency Prep.	Security Training Classroom	Security Training And/Or Gym	Vestibule Training	Vestibule Training
6 Hours	6 Hours	3 Hours	6 Hours	6 Hours

Monday's schedule will involve only participants preparing to take the High School Equivalency Examination. On Tuesday and Wednesday and Thursday all particpants will be involved in classroom security training and vestibule training. Friday's vestibule training will be

for those participants with high school diplomas only. The resulting program will involve twenty-one hours per week for each participant with variations in the vestibule training aspect of six hours depending on prior educational accomplishments, and feasibility of the vestibule training.

4. Because we will be dealing with a large number of students in each cycle, the staff feels that in order to achieve our objectives we must run a double classroom schedule. This will be accomplished by dividing each cycle into two classes of twenty-five participants and having them rotate from subject matter between the morning and afternoon. This will be a great help in dealing with individual students on his or her own level and speed. The staff feels that a schedule such as this is required especially when training for the High School Equivalency diploma.

   This action will actually double our total number of instructional hours, increasing every week of the program from fifteen classroom hours to thirty classroom hours. This action seems to the staff to be the only effective means of instructing the large number of participants.

5. The Board of Education will be requested to plan to administer the High School Equivalency Examination to the participants so that it will coincide with completion of their test preparation and fall within the last weeks of the twelve week cycle. In previous cycles the twelve week training period was ended - and in effect, control over the participants - before a session of the examination was scheduled. Most participants in START-UP never applied or sat for the examination.

The project staff feels that the above changes will further improve on an already successful program and will raise the level of job placement and high school equivalency acquisition.

APPENDIX

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CETA TERMS

A person is a terminee if he/she separates from the project as a result of a job placement, other positive, or non-positive reasons. (See definitions below.)

1. Job Placement:

   In CETA, a person may enter or be placed in an employment situation as a result of direct, indirect, or self-placement.

   a. Direct Placement:

      A person is a Direct Placement if he/she becomes employed after receiving only intake, assessment, and/or job referral services from CETA.

   b. Indirect Placement:

      A person is an Indirect Placement if he/she becomes employed after enrolling in CETA classroom training, on-the-job training, and/or work experience.

   c. Self-Placement:

      A person is a Self-Placement if he/she obtains employment by his/her own effort.

   NOTE: All placements must be for full-time, unsubsidized employment. Full-time is defined as 35 hours per week or more. The only exception is Adult Work Experience Programs where specified.

2. Other Positive Termination:

   An Other Positive Termination is recorded when a client separates from a CETA project in order to enroll in an academic or vocational school, to enter a branch of the Armed Forces, or to engage primarily in another activity which increases the individual's employability.

3. Non-Positive Termination:

   A Non-Positive Termination is recorded when a client separates from a CETA project for reasons which do not increase his/her employability such as health/pregnancy, transportation problems, family care, refused to continue, cannot locate, moved from area, or administrative separation.